



**M E M O R A N D U M**  
**BOARD OF COUNTY COMMISSIONERS**  
**OFFICE OF THE COMMISSION AUDITOR**

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**TO:** Honorable Barbara Carey-Shuler, Ed.D.  
And Members, Board of County Commissioners

**DATE:** September 21, 2004

**FROM:** Charles Anderson, CPA  
Commission Auditor

*Charles Anderson*  
**SUBJECT:** Information for  
September 23, 2004  
Budget Hearing

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Attachment 1, addressing the Manager's recommendation on Team Metro, is attached and supplements other budget-related information that was distributed by my memorandum of September 20, 2004.

**Cc:** Honorable Alex Penelas, Mayor  
George M. Burgess, County Manager  
Amy Gonzalez-Hernandez, Chief Legislative Analyst



**M E M O R A N D U M**  
**BOARD OF COUNTY COMMISSIONERS**  
**OFFICE OF THE COMMISSION AUDITOR**

**TO:** Charles Anderson, CPA  
Commission Auditor

**DATE:** September 17, 2004

**FROM:** Gary Collins  
Associate Auditor

**SUBJECT:** Evaluation of the  
County Manager's  
Proposal to Restructure  
Team Metro

Evaluation of the County Manager's proposed restructuring of Team Metro has been completed as requested, and the report is attached.

To provide comparability with Miami-Dade County, the two primary methodologies were used for this evaluation.

1) A survey was conducted of the code enforcement and community/neighborhood services of the 20 most populous counties in the U.S. Because Miami-Dade County is the 8<sup>th</sup> most populous county in the U.S. with an estimated 2003 population of 2,341,167, this enabled comparison with 7 larger and 12 smaller counties ranging in population from 1,479,339 to 9,871,506. A supplemental survey was conducted of 13 other communities, 2 counties and 11 cities, that it is believed may have been evaluated by the County Manager. Results of the surveys are tabulated in Tables 1 through 6 of Appendix A.

2) Professional and academic literature was reviewed and yielded 12 references with relevance to this evaluation and was of value in determining lessons learned from a broader base of communities and professions than could be surveyed in the time available for this project. A brief summary of the literature is appended as Appendix B.

I would be pleased to provide further information on this evaluation or to conduct further research if you so desire.

# Evaluation of the County Manager’s Proposal to Restructure Team Metro

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# **Evaluation of the County Manager's Proposal to Restructure Team Metro**

## **Executive Summary**

The County Manager proposes splitting the present Team Metro structure. Team Metro's code enforcement personnel and neighborhood services division personnel would form a new department, the Neighborhood Code Compliance Office. The remaining Team Metro functions and personnel would remain as the department, Team Metro, dedicated to outreach and customer service.

- The planned FY2004-05 Team Metro budget would also be split with the Manager noting the potential need for a mid-year modification.
- Survey of the 20 most populous counties in the U.S. found none with a single purpose code enforcement department; the code enforcement functions were all as a division within a department.
- Survey of these 20 counties and 13 other communities found several with innovative, and in one case, an award winning structures.
- Pro's, con's, options, tables tabulating data collected in the survey, and a brief review of applicable professional and academic studies are included in this report.
- Available options fit three basic scenarios: (1) reject the Manager's recommendation, (2) accept the recommendation in its entirety, or (3) partially accept the Manager's recommendation with modification.
- Potential modifications could align code enforcement as a division within Team Metro or another department, thereby realizing managerial and support efficiencies that a separate code enforcement department could not achieve, and
- Modifications to the Manager's recommendation could potentially reallocate other Team Metro remaining resources if priority is determined to be higher elsewhere, such as at the Answer Center or Code Enforcement.

## **Pro's, Con's and Options**

### **The County Manager's Proposal**

- Create a new department, the Neighborhood Code Compliance Office (NCCO), by transferring Team Metro's present code enforcement and neighborhood services division personnel and functions.
- Retain Team Metro's other personnel and functions for outreach and customer services, including the Answer Center.
- Provide initial funding by splitting the planned FY2004-05 Team Metro budget and FTE...with the caveat that mid-year adjustments are a possibility.
  - Initial NCCO FY2004-05 budget: \$10.975 million
  - Restructured Team Metro FY2004-05 budget: \$6.458 million.

### **Pro's and Con's – from other communities and professional & academic studies.**

- The present, distributed organizational structure of code enforcement management at regional Team Metro offices creates more opportunity for disconnects between policy and service delivery (because of variance in regional managers' agendas and guidance) than more centralized management. This could provide a structural explanation for why Team Metro service delivery, such as code enforcement, may be prone to being perceived differently in different parts of the County.
- Of the 20 most populous counties in the U.S. (Miami-Dade County is #8):
  - 14 of the 15 counties that provide code enforcement have their code enforcement division in a larger department (most frequently planning/land use/building related departments), and none of these counties has a dedicated code enforcement department.
  - Could Miami-Dade's code enforcement be better sited in a similar department in order to gain the efficiencies that come from centralized policy, management and support services?
- Creation of a new department could lead to duplication of managerial and support personnel, structures and services that are available within existing departmental structures. Such duplication would lead to increased costs.
  - The reorganization plan notes the potential for a mid-year budget amendment.
- To streamline upper level management and control, many of the 20 most populous counties have aggregated services into departments with broad ranges of programs, such as combining: building, zoning, inspections and code enforcement; another combined transportation, land management and code enforcement.
  - One of the most innovative organizational structures is in Clark County, NV, which does code enforcement as part of a Public Response Office within the Parks & Community Services Department.
  - Another innovation that maximizes available resources without creating new departments is the City of San Francisco's "City Attorney's Code Enforcement

Task Force” that received a Ford Foundation award for innovation in government for its provision of focused, multi-department response to neighborhood complaints.

- Improving service, as is envisioned in the reorganization, is admirable, but how will we know whether it is improved or not without outcome measures of success, both pre & post-restructuring? What will success look like, and how will we know that it is the restructuring that resulted in changes that may occur?
  - Professional and academic studies indicate many different factors that could impact residents’ satisfaction and quality of life....and changing organizational structure will not necessarily improve on factors proven to have impact, such as increasing meaningful citizen participation.

Options – A representative list of some, but not all, of the available options.

- Reject the Manager’s recommendation, maintaining the status quo and make no change in the present structure.
- Accept the Manager’s recommendation in its entirety and create a new department, the Neighborhood Code Compliance Office.
- Partially accept the Manager’s recommendation, modifying one or more of its provisions, such as accepting the recommendation to realign Code Enforcement functions but directing the restructuring of Code Enforcement as a separate division either:
  - Within another department, such as the Department of Planning & Zoning or Building Department; or
  - Within Team Metro (but not reporting to Team Metro regional offices.)
- Partially accept the Manager’s recommendation, restructuring Code Enforcement either in a separate department or within another department but reallocating some or all of the remaining Team Metro positions to other priorities, such as the Answer Center or Code Enforcement.

Appendix A  
Code Enforcement and Community/Neighborhood Services  
**Service Delivery Structure**

**Table 1. 20 most populous counties in the U.S.** (See Table 5 for details.)

15 counties (75%)	Provide code enforcement functions
2 counties (10%) Queens County, NY New York County, NY	Have countywide code enforcement provided by a larger municipality (New York City)
13 counties (65%)	Have code enforcement and community/neighborhood services delivered by different departments
3 counties (15%) Queens County, NY New York County, NY Clark County, NV	Have code enforcement and community/neighborhood services provided by different divisions within the same department
1 county (5%) Miami-Dade County, FL	Provides code enforcement and community/neighborhood services from a combined unit within the same department
3 counties (15%) Harris County, TX Dallas County, TX Tarrant County, TX	Have no countywide zoning codes and enforcement except that which is enforced by their health departments pursuant to state law
None	Have a department whose only role is code enforcement

**Table 2. Other communities (2 counties & 11 cities)** (See Table 6 for details.)

13 communities (100%)	Provide code enforcement functions
12 communities (92.3%)	Have code enforcement and community/neighborhood services delivered by different departments
1 community (7.7%) New York City, NY	Has code enforcement and community/neighborhood services by different divisions in the same department
1 community (7.7%) San Francisco, CA	Has a “City Attorney’s Code Enforcement Task Force” that received a Ford Foundation award for innovation in government for its provision of focused, multi-department response to neighborhood complaints
1 community (7.7%) San Diego CA	Has a department dedicated to multidisciplinary code enforcement including building, housing, zoning, land use & noise abatement code enforcement
1 community (7.7%) Dallas (City of), TX	Has a department whose only role is code enforcement

Appendix A  
Code Enforcement and Community/Neighborhood Services  
**Departmental Alignment of Code Enforcement Unit**

**Table 3. 20 most populous counties in the U.S.** (See Table 5 for details.)

County	Department
9 counties (45%)	Planning/land use department
Broward County, FL	
King County, WA	
Kings County, NY	
Los Angeles County, CA	
Maricopa County, AZ	
Orange County, CA	
San Bernardino County, CA	
San Diego County, CA	
Santa Clara County, CA	
1 county (5%)	Building & zoning department
Cook County, IL	
1 county (5%)	Department of Licenses and Inspections
Philadelphia County, PA	
1 county (5%)	Split between their Department of Public Services (building) and Department of Environment (land use)
Wayne County, MI	
1 county (5%)	Department of Building & Safety which is a component of their Transportation and Land Management Agency
Riverside County, CA	
1 county (5%)	Public Response Office which is a component of their Parks and Community Services Department
Clark County, NV	
1 county (5%)	Combined code enforcement and community/neighborhood services unit (Team Metro)
Miami-Dade County, FL	
5 counties (25%)	Have no county code enforcement unit
Dallas County, TX	
Harris County, TX	
New York County, NY	
Queens County, NY	
Tarrant County, TX	

Appendix A  
Code Enforcement and Community/Neighborhood Services  
**Departmental Alignment of Code Enforcement Unit**

**Table 4. Other communities (2 counties & 11 cities)** (See Table 6 for details.)

Community	Department
3 communities (23.1%) Houston, TX San Jose, CA Atlanta, GA	Planning/land use department
3 communities (23.1%) Chicago, IL San Francisco, CA Austin, TX	Split between building & zoning departments
1 community (7.7%) Orange County, FL	Community & Environmental Services Department
1 community (7.7%) Pinellas County, FL	Environmental Management Department
1 community (7.7%) New York City, NY	Housing Preservation & Development Department
1 community (7.7%) San Diego, CA	Neighborhood Code Compliance Department (combined building, housing, zoning, land use, & noise abatement code enforcement)
1 community (7.7%) Baltimore, MD	Housing Department
1 community (7.7%) Dallas (City of), TX	Dedicated code enforcement department
1 community (7.7%) Detroit, MI	Multiple departments and Neighborhood City Halls have responsibilities

**Table 5. 20 most populous counties** (in alphabetical order by county)

Rank (by population)	County	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
15	Broward County	FL	1,731,347	Yes. The Office of Community Code Compliance operates within the Office of Urban Planning & Redevelopment.	Yes. The Community Services Department is responsible for animal care, consumer affairs, cultural division, extension education, libraries, mass transit, and parks & recreation.	No	The Office of Community Code Compliance was the first code enforcement agency in Florida to institute a bicycle patrol program.	<a href="http://www.broward.org/">http://www.broward.org/</a>
17	Clark County	NV	1,576,541	Yes. The Public Response Office of the Parks and Community Services Department provides code enforcement for all unincorporated areas.	Yes. The Neighborhood Services of the Parks and Community Services Department works with various neighborhood organizations and associations, facilitating and responding to neighborhood concerns and making government services more accessible, seek input from citizens and increase their voice in County government. Neighborhood Services also coordinates a variety of special event programs bringing people together to discuss important issues or concerns relating to their neighborhood.	Yes but as separate divisions within the Parks and Community Services Department.		<a href="http://www.co.clark.nv.us/">http://www.co.clark.nv.us/</a>
2	Cook County	IL	5,351,552	Yes, by the Department of Building & Zoning.	Yes. Planning & Development Department promotes community & economic growth.	No.		<a href="http://www.cookcountygov.com/index.php">http://www.cookcountygov.com/index.php</a>
9	Dallas County	TX	2,284,096	No. The county has no zoning or building code. Nuisance abatement is provided by Health & Human Services Department, Director of Environmental Health; applies to nuisances in the county's unincorporated area that threaten the public's health, safety and welfare per Texas Health & Safety Code.	Yes. Planning & Development Department operates the CDBG program, open space/trail program, household hazardous waste program, housing reconstruction program, law library, and library assistance program and conducts its economic development and historic preservation activities.	No	Planning & Development Department also undertakes special projects, analyzes population/economic data, supports the County's housing finance corporation and health facilities development corporation, and administers the County's miscellaneous planning activities.	<a href="http://www.dallascounty.org/index.html">http://www.dallascounty.org/index.html</a>

Appendix A

Comparison of Service Delivery Structure

Rank (by population)	County	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
3	Harris County	TX	3,596,086	No. The county has no zoning codes or equivalent and no code enforcement organization, but nuisance abatement is provided by County Health Department, Director of Environmental Health; applies to nuisances in the county's unincorporated area that threaten the public's health, safety and welfare per Texas Health & Safety Code.	Yes. Community & Economic Development provides housing, homeless, shelter & other community services.	No	City of Houston has code enforcement if inside the City. County does approve building permits.	<a href="http://www.co.harris.tx.us/home.html">http://www.co.harris.tx.us/home.html</a>
14	King County	WA	1,761,411	Yes. The Code Enforcement Office is within the Department of Development and Environmental Services.	Yes. Community Services Division (CSD) of the Department of Community and Human Services provides a Community Coordinator for each of 4 sub regions to facilitate meaningful community involvement in order to reduce substance abuse and violence through the design and implementation of local prevention strategies.	No	CSD contracts with local agencies to provide adult day health and senior services, child care referral, domestic violence and sexual assault victim's assistance, housing assistance, youth and family services, youth shelters, youth prevention/juvenile justice services, and other supportive services.	<a href="http://www.metrokc.gov/">http://www.metrokc.gov/</a>
7	Kings County	NY	2,472,523	Yes. Code Enforcement Division reports to Planning Department which is also responsible for Building Department.	No	No		<a href="http://www.countyofkings.com/">http://www.countyofkings.com/</a>
1	Los Angeles County	CA	9,871,506	Yes. Code enforcement is provided by Zoning Enforcement Section of the Department of Regional Planning.	Yes. Neighborhood/Community Services provides CDBG, adult education, emergency housing, health services, home improvements (low income assist), job training, senior services, and childcare & youth services.	No		<a href="http://lacounty.info/">http://lacounty.info/</a>

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Rank (by population)	County	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
4	Maricopa County	AZ	3,389,260	Yes. Code Enforcement Division falls under the Planning & Development Department.	Yes. Community Services Department provides animal control, community development, housing, library, parks & recreation, public fiduciary (a public ombudsman program), stadium district, & trail program.	No		<a href="http://www.maricopa.gov/Default.aspx">http://www.maricopa.gov/Default.aspx</a>
8	Miami-Dade County	FL	2,341,167	Yes. Code enforcement reports to Team Metro regional offices.	Yes, some are combined in Team Metro regional offices, and some are delivered by other departments.	Yes and are <u>distributed and report to regional coordinators.</u>		<a href="http://miamidade.gov/wps/portal/">http://miamidade.gov/wps/portal/</a>
18	New York County/ Borough of Manhattan	NY	1,564,798	No. City of New York zoning & building codes & enforcement apply.	Yes.	Yes <u>but as separate divisions</u> within the NYC Housing Preservation and Development Department.	The City of New York (NYC) provides code enforcement and neighborhood services from separate divisions within the NYC Housing Preservation and Development Department.	<a href="http://manhattanbp.org">http://manhattanbp.org</a>
5	Orange County	CA	2,957,766	Yes. Code Enforcement falls under the Planning & Development Services Department.	Yes. Community services falls under Housing and Community Services Department.	No		<a href="http://www.oc.ca.gov/">http://www.oc.ca.gov/</a>

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Comparison of Service Delivery Structure

Rank (by population)	County	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
20	Philadelphia County/ City of Philadelphia	PA	1,479,339	Yes. The Department of Licenses and Inspections administers and enforces the City's code requirements, including building, fire, housing, business, and zoning regulations. The Department is responsible for regulating the conduct of businesses and persons by issuing licenses, by conducting inspections, and by enforcing applicable codes and regulations.	Yes. The Office of Emergency Shelter and Services offers a network of shelters, boarding homes, and refers families, couples and single individuals to available housing resources; services include: Intake Services, Mental Health Services, Outreach Services, Emergency Shelter Services, Case Management Services, Adult Protective Services, State Emergency Food Distribution Program, Referrals to Housing Services, Emergency Response Services, Eviction Prevention Services, Transitional Housing Services, Shelter Plus Care, Permanent Housing Services.	No	The Mayor's Office of Community Services provides Community Action program services. The city's Office of Housing and Community Development is responsible for administering housing and community development programs to benefit low and moderate income residents.	<a href="http://www.phila.gov/">http://www.phila.gov/</a>
10	Queens County/ Borough of Queens	NY	2,225,486	No. City of New York zoning & building codes & enforcement apply.	Yes.	Yes <u>but as separate divisions</u> within the NYC Housing Preservation and Development Department.	The City of New York (NYC) provides code enforcement and neighborhood services from separate divisions within the NYC Housing Preservation and Development Department.	<a href="http://www.queensbp.org/">http://www.queensbp.org/</a>
13	Riverside County	CA	1,782,650	Yes. Dept. of Building and Safety provides building inspection and code enforcement and reports to the Transportation and Land Management Agency.	Yes. Multiple departments provide neighborhood & community services.	No		<a href="http://www.co.riverside.ca.us/">http://www.co.riverside.ca.us/</a>
12	San Bernardino County	CA	1,859,678	Yes. Land Use Services Department provides land use planning, building and safety, and code enforcement services.	Yes. Community & neighborhood services are provided by Community Action Partnership (a CAA) and Economic & Community Development.	No		<a href="http://www.co.san-bernardino.ca.us/">http://www.co.san-bernardino.ca.us/</a>

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Comparison of Service Delivery Structure

Rank (by population)	County	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
6	San Diego County	CA	2,930,886	Yes. Code Enforcement reports to Planning and Landuse Department which also includes Building Services.	Yes. Community Services Group, a separate dept., provides animal control, general services, housing & community development, library and purchasing/contracting services.	No		<a href="http://www.co.san-diego.ca.us/">http://www.co.san-diego.ca.us/</a>
16	Santa Clara County	CA	1,678,421	Yes. The Office of Planning provides public services related to comprehensive land use and development, zoning administration and enforcement, graffiti abatement, historic preservation, as well as providing a wide range of public information.	Yes. Community services are provided by multiple departments.	No	The Office of Public Communication and Community Outreach facilitates information to the public; provides media relations support and guidance to County agencies and departments; and assists with activities to engage the public in County sponsored events.	<a href="http://www.sccgov.org/site/0,4760,sid=10710,00.html">http://www.sccgov.org/site/0,4760,sid=10710,00.html</a>

## Appendix A

## Comparison of Service Delivery Structure

Rank (by population)	County	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
19	Tarrant County	TX	1,559,148	No. The county has no zoning or building code, but the Public Health Department enforces laws and regulations to protect health and safety per the Texas Health & Safety Code.	Yes. The Community Development Division of the County Administrator's office, administers several development and housing programs, including those funded under the following federal grants: Community Development Block Grant, HOME Investment Partnership, Emergency Shelter and Supportive Housing grants.	No	The county's Resource Connection is a client-centered one-stop center of health, education, employment and human services, located on a 102-acre campus in southeastern Fort Worth. A comprehensive service delivery system provides more than 37 different programs and services by federal, state, local agencies and nonprofit organizations for over one thousand clients daily. The county website indicates it is believed to be the first of its kind in the nation, the Resource Connection not only co-locates a wide variety of agencies and services in a campus environment, but will provide an automation network for case management, information and referral that will facilitate customers' access to various services. Tarrant County serves as the lead agency among the collaboration and provides administrative, management and 24-hour, 7-day a week security services for tenant agencies. The Resource Connection operates as an Enterprise Fund and is self-supporting. Revenue is generated through occupancy costs and from	<a href="http://www.tarrantcounty.com/egov/site/default.asp">http://www.tarrantcounty.com/egov/site/default.asp</a>

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Comparison of Service Delivery Structure

Rank (by population)	County	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
11	Wayne County	MI	2,028,778	Yes. Code enforcement is split between Department of Public Services (building) & Department of Environment (public works, land use).	Yes. Community services are through Department of Health & Human Services. Neighborhood programs are by Department of Jobs & Economic Development.	No		<a href="http://www.waynecounty.com/default.asp">http://www.waynecounty.com/default.asp</a>

**Table 6. Other communities (2 counties & 11 cities)****Counties** (in alphabetical order by county)

Rank (by population)	County	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
38	Orange County	FL	954,865	Yes, the Code Enforcement Division is within the Community and Environmental Services Department.	Yes, by a variety of programs of the Community and Environmental Services Department and the Health and Family Services Department.	Yes for code enforcement & neighborhood services but as separate divisions in the Community and Environmental Services Department.	Community and Environmental Services Department includes Animal Services, Code Enforcement, Environmental Services, Neighborhood Services, and Parks & Recreation divisions.	<a href="http://www.orangecountyfl.net/Default.asp">http://www.orangecountyfl.net/Default.asp</a>
42	Pinellas County	FL	926,146	Yes, the Code Enforcement Division is within the Environmental Management Department.	Yes, the Community Development Department provides 3 regional "Pinellas County Connection Centers" to serve as regional answer centers.	No	The Department of Human Services is a public assistance agency funded by county taxpayers and operated under the authority of the Pinellas County Board of County Commissioners that provides temporary financial assistance, medical, dental and other related services to eligible individuals.	<a href="http://www.pinellascounty.org/">http://www.pinellascounty.org/</a>

**Cities** (in alphabetical order by city)

Rank (by population)	City	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
41	Atlanta	GA	423,019	Yes. The Code Enforcement Division of the Bureau of Housing & Code Compliance is within the Department of Planning & Community Development.	Yes. The Department of Parks, Recreation and Cultural Affairs offers programs, services and activities that encourage participation in recreational activities, leisure services and cultural experiences. See remarks column for information on services at Neighborhood Centers.	No	The Department of Parks, Recreation and Cultural Affairs operates three Neighborhood Centers that are primarily located in the south and southeast quadrants of the city. Neighborhood Centers house various public and private agencies that provide services to residents in the surrounding communities. These agencies offer a variety of services ranging from day care to youth and social services programs. In addition, the agencies engage in special community outreach programs and projects throughout the year.	<a href="http://www.atlantaga.gov/">http://www.atlantaga.gov/</a>
16	Austin	TX	672,011	Yes. The Code Compliance Division is within the Neighborhood Planning & Zoning Department.	Yes. The Economic Growth & Redevelopment Services Office and the Neighborhood Housing & Community Development Department provide neighborhood services.	No		<a href="http://www.ci.austin.tx.us/">http://www.ci.austin.tx.us/</a>
18	Baltimore	MD	628,670	Yes. The Permits & Code Enforcement Division is within the Housing Department.	Yes, a variety of community services are provided by various departments.	No		<a href="http://www.ci.baltimore.md.us/">http://www.ci.baltimore.md.us/</a>
3	Chicago	IL	2,869,121	Yes, by the departments of Buildings (building code), Environment (environmental regulation), and Zoning (zoning code).	Yes, various departments provide a variety of community/neighborhood services.	No		<a href="http://egov.cityofchicago.org/city/webportal/home.do">http://egov.cityofchicago.org/city/webportal/home.do</a>

Appendix A

Comparison of Services Delivery Structure

Rank (by population)	City	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
9	Dallas	TX	1,208,318	Yes, by the Code Compliance Department.	Yes. The Department of Development Services and the Housing Department provide a range of community/neighborhood services.	No	In October 2002, Dallas created the new Development Services Department. It is a combination of former departments & divisions that provided permit and plan review, approval and inspection services including building inspection, current planning, economic development, long range planning, and real estate services.	<a href="http://www.dallascityhall.com/">http://www.dallascityhall.com/</a>
10	Detroit	MI	911,402	Yes. Multiple departments have responsibility, and citizens are encouraged to report to "either the responsible City department or your local Neighborhood City Hall."	Yes. The Mayor's Office of Neighborhood City Halls has 10 locations to provide a range of community/neighborhood services.	No	10 "Neighborhood City Halls" provide regional points of contact for resident support.	<a href="http://www.ci.detroit.mi.us/">http://www.ci.detroit.mi.us/</a>
4	Houston	TX	2,009,690	Yes. The Planning & Development Department enforces land use regulations, building & sign codes, and the nuisance ordinance.	Yes. The Housing and Community Development Department works to preserve, revitalize and improve low and moderate income neighborhoods by: (1) expanding the supply of safe, quality, affordable housing; (2) improving the infrastructure; (3) providing financial inducement to encourage economic development and (4) by providing the social and other supportive services necessary for viable neighborhoods.	No		<a href="http://www.cityofhouston.gov/">http://www.cityofhouston.gov/</a>

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Comparison of Services Delivery Structure

Rank (by population)	City	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
1	New York City	NY	8,085,742	Yes, by the Division of Code Enforcement within the Housing Preservation and Development Department.	Yes, the Office of Community Partnerships in the Housing Preservation and Development Department engages communities in an ongoing dialogue that facilitates delivery of services, promotes housing choice and creates new relationships that leverage public and private resources. The Office consists of three units: Community Outreach Unit, Fair Housing Unit, and Economic Development Unit.	Yes but as separate divisions within the Housing Preservation and Development Department.		<a href="http://www.nyc.gov/portal/index.jsp?front_door=true">http://www.nyc.gov/portal/index.jsp?front_door=true</a>
7	San Diego	CA	1,266,753	Yes. The Neighborhood Code Compliance Department combines building, housing, zoning, land use and noise abatement code enforcement in one department.	Yes. The Community & Economic Development Department and the Development Services Department provide a variety of community/neighborhood services.	No	Neighborhood Code Compliance works to promote and maintain a safe and desirable living and working environment; to improve the quality of San Diego's neighborhoods through education, enforcement, and abatement; and to respond to community concerns and attain code compliance while maintaining high professional standards and continually seeking improvements and innovations.	<a href="http://www.sannet.gov/">http://www.sannet.gov/</a>

Appendix A

Comparison of Services Delivery Structure

Rank (by population)	City	State	2003 Population (U.S. Census Bureau estimates)	Code Enforcement?	Community/ Neighborhood Services Programs?	Code Enforcement & Community/ Neighborhood Services Functions in Same Department?	Remarks	Link
14	San Francisco	CA	751,682	Yes. A City Attorney's Code Enforcement Task Force provides focused, aggressive code enforcement (see remarks column for additional info.) Additionally, the Department of Building Inspection has building/housing code enforcement responsibilities, and the Planning Department provides zoning enforcement.	Yes. Various departments provide a variety of community/neighborhood services.	No	The City Attorney's Code Enforcement Task Force reportedly won an award from the Ford Foundation for innovation in local government. Responding to neighborhood complaint, task force cars pull up in front of the problem house or business; 6 people get out, representing the city attorney, the police department, the fire department, the health department, the bureau of building inspection and the planning department. Deputy city attorneys working on the task force have won court orders and monetary judgments that have brought some of the city's most dilapidated and problem properties up to code.	<a href="http://www.ci.sf.ca.us/">http://www.ci.sf.ca.us/</a>
11	San Jose	CA	898,349	Yes, by the Code Enforcement Division of the Department of Planning, Building and Code Enforcement .	Yes. The Parks, Recreation & Neighborhood Services Department provides a variety of community/neighborhood services.			<a href="http://www.sanjoseca.gov/">http://www.sanjoseca.gov/</a>

**Review of Professional and Academic Studies Applicable to Restructuring and Delivery of Team Metro Code Enforcement and Outreach Duties**

Review of selected literature in academic and professional journals issued within the past ten (10) years, provided several generally accepted guidelines applicable to restructuring and delivery of code enforcement and outreach duties. These included the following.

Distributed organizational structures. An frequently discussed problem for program delivery is the frequent disconnects between policy and service delivery in the field. Often referred to in organizational design and public administration literature as the “principal-agent problem,” it occurs when service delivery in the field differs from the intent of the programs’ creators. In a study of relationships between case complaint procedures and quality of community service delivery (Preston-Shoot, 2001), it was explained as follows.

*The reasons for this [the disconnect between policy and practice] are complicated but are likely to include the influence of local management agendas, professional cultures, the exclusion of staff from policy making, and the experience that guidance does not match the complexity of the practice situations that are encountered (p. 711).*

Aggressive code enforcement. Aggressive code enforcement, including code enforcement response to citizen complaints and zero tolerance campaigns, was the most commonly reported strategy for addressing vacant and abandoned property problems per a study of the 200 most populous cities in the U.S. Some cities reported use of criminal penalties for code violations. The study found the problem to be most often of concern in the Northeast, South, and Midwest (Accordino & Johnson, 2000). One recent report affirmed the effectiveness of tougher building codes and enforcement, citing Miami-Dade County as an example of how better building codes and enforcement led to better hurricane preparedness (Benedict, 2004). Another study noted the differences in effectiveness between (a) strict or creative enforcement strategies and (b) an “accommodative enforcement strategy” that was less effective because of frequently changing, compromised values (May & Burby, 1998).

Affirmative motivations and peer reputation. Despite the frequency of use of aggressive code enforcement strategies, a recently published study (May, 2004) found that “affirmative motivations...from good intentions and a sense of obligation to comply” (p. 41) may achieve better code compliance than formalized, inflexible code enforcement strategies. It found “that compliance results from a sense of obligation and shared commitments for fulfilling a social contract” (p. 61), and that enforcement strategies often undervalue the “importance of peer reputation” (p. 62) as motivation for compliance, particularly with homebuilders.

## Appendix B

Outreach. Several studies note the importance of meaningful citizen participation, including actual response to and use of the citizen input, in building citizens' satisfaction with local government, their community, their overall quality of life, and their sense of community ownership (Accordino & Johnson, 2000; Bichard, 2000; Dietz, 1997; Ebdon & Franklin, 2004; Sirgy, Rahtz, et al., 1998). Another study tied the resulting level of citizen satisfaction with reelection of local officials (Macmanus, 2004). These studies emphasize on meaningful citizen participation go beyond the public relations/communications-oriented findings of Musto, 2001.

Cost of government restructuring. Benton (2003) noted that county government restructuring in Florida led to increased county services but also led to increased spending. Though the study was of large scale county governance changes, the lesson may be as applicable to smaller scale restructuring that expands or adds roles for county agencies, such as is proposed for Team Metro outreach and code enforcement.

Outcome measurement. Sirgy, Rahtz (et al.), 1998 addresses a citizen satisfaction measurement methodology that could be a meaningful outcome measure for county government performance. Team Metro's outreach program could be an opportunity to conduct such measures.

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## Appendix B

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